

**Design Guidelines**

Community design is the process of providing physical direction to urban growth and development. It is understood to include directions for site organization and planning, landscape and streetscape design, and building design. The physical form and appearance will establish and identify the character for the District. The design theme, once developed and adopted, should be applied to buildings, signage, pedestrian and bicycle amenities, marketing materials, and other features within or related to the District.

**GATEWAY FEATURES AND WAYFINDING**

The Gateway Signage and wayfinding system, in conjunction with the landscaping theme, will be a major identifying element in the District. The monument signs need to be consistent throughout the district to maintain the identity. The term "wayfinding" was first used in 1960 by architect Kevin Lynch in *The Image of the City*, where he referred to maps, street numbers, directional signs and other elements as "way-finding" devices. However, wayfinding is used to navigate unfamiliar environments, and are not limited to signs.

Major monument signs will define the "Gateway" to Taylor Drive District. Through the use of similar materials from the north end of Taylor Drive south to Indiana Avenue will further create a unifying element. Smaller monument signs along the East-West streets will continue to provide information as well as

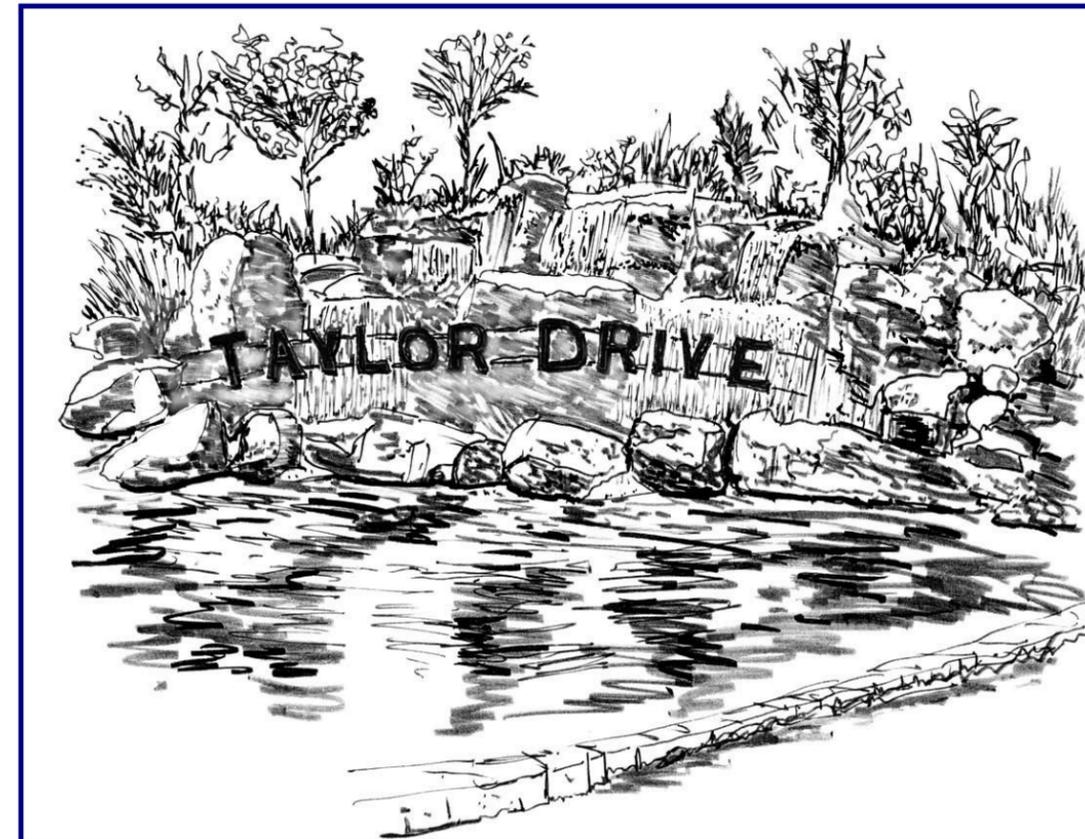
continue to define this district. People who find themselves in unfamiliar environments need to know where they actually are within the district or shopping center, the layout of the area, and the location of their destination in order to formulate their action plans. While en route to their chosen destinations, people can be helped or hindered prior to their visit, based upon the building's architecture and signage. The physical environment positively affects how users perceive the wayfinding system. Poor sign design can cause navigation problems in unfamiliar environments. Some signs lack "conspicuity," or visibility, because lettering lacks legibility when viewed from a distance. Others contain inaccurate, ambiguous, or unfamiliar messages; many are obscured by obstructions or contain reflective surfaces, which hinder comprehension. Consequently, many people don't read signs - often it's easier to ask for directions. This is another reason why consistency in the design is extremely important. The consistency of materials will identify the district and will allow people to become familiar with the types of signs they need to look for as they navigate through the area. Because wayfinding problems aren't confined to signs alone, they typically can't be solved by adding more signs. Instead, such problems can be unraveled by designing an environment that identifies logical traffic patterns that enable people to move easily from one spot to another without confusion. The monument signs will be highly visible which will help define the boundaries of the new Taylor Drive District.



Sample entrance sign for Taylor Heights.



Examples of potential signage design for Taylor Drive District.



Conceptual design for Taylor Drive gateway feature.

**Introduction to Preferred Development Alternative**

This option looks at redevelopment throughout the district. The district is broken out into three areas for possible and varying levels of development. Each of the three areas provide stimulus to the entire district and therefore, all need to be considered to revitalize the entire district. Area 1 is redevelopment of the existing Memorial Mall area. Area 2 will include the current Taylor Heights and retail areas to the east of Taylor Drive. And finally Area 3 is the southern most area along Indiana Avenue known as the Schuchardt property. This property could be key to the entire redevelopment of the district. Area 3 would provide the opportunity for a major traffic impacts for living and working in other areas of the district.

**Redevelopment at Memorial Mall – Area 1**

This area provides the gateway to the district and its importance is critical. The current mall is presently underutilized within the prime location in the district. There are several opportunities which should be considered for this property, however, and these options could be difficult to achieve. The City of Sheboygan may need to work with the current land owner to either acquire the land or encourage redevelopment of the current structure.

**PRESERVED EXISTING DEVELOPMENT (1 ON MAP)**

The existing Kohl's, Shopko and Bed Bath and Beyond continue to do well even in this economy. These stores should remain and will provide some stability for the district. The land located in front of the existing Kohl's and Bed Bath and Beyond stores provides opportunities for outlot development such as small specialty retail or chain restaurants. Reconfiguring the entry to the current Mall property will increase the flow of traffic into the development for both current and future tenants. Careful consideration of the entry drive location and elevation changes will need to be addressed.



Kohl's store.

**REDEVELOPMENT OF EXISTING MALL STRUCTURE (2 ON MAP)**

One planning option is to convert the existing Mall Building into a destination spot. This would entail razing current Mall building(s) to allow for new, larger stand alone structures. The space would be an area well suited for a retailer which meets the needs of a Northeast Wisconsin population. These opportunities might include a major specialty sporting goods store or other similar retailers. The City of Sheboygan through, TIF funding or other incentives might



Example of type of outdoor retail desirable within Taylor Drive District.

create the necessary boost to attract these types of businesses. These businesses then provide the traffic needed to help the other areas of the district. This type of retail center attracts people from all over the state and region. This destination may require some form of hospitality for these out of town visitors.



Example of desirable hospitality development within District.

**DESTINATION DEVELOPMENT (3 ON MAP)**

A large regional retail development as described above could provide the destination experience needed to grow the entire district. Once the area has this "destination" label, opportunities for hospitality establishments could rise up. This location would be well suited for a boutique style hotel catering to short stays while experiencing the district.

**NEIGHBORHOOD DESTINATION (4 ON MAP)**

A second planning option might provide an opportunity for a Branch Public



Example of a community gathering place desirable within the District.

Library, Medium sized Performing Arts Theater or Art Gallery. These types of facilities provide an opportunity to become landmark destinations. As a neighborhood destination, the local population as well as those working in the area are able to use during the weekly daytime hours of operation. Nighttime allows the community as a whole to experience these facilities.

**REDUCTION IN PAVED SURFACE AREA (5 ON MAP)**



Example of high-infiltration parking design desirable within the District.

A major component of the district is the reduction of paved areas. The existing Mall is nested in a large expanse of asphalt. Any development in this area should require the reduction of paving and increase the amount of landscaping throughout the area. These standards should match the overall design theme for the entire District.

**Preferred Development Alternative**

**TRANSPORTATION INFRASTRUCTURE IMPROVEMENTS**

Access along Taylor Drive will need to be revised based on the final layout of the area. The northerly right-in only should be removed. A new right-on/right-out and left-out intersection should be considered midway between Kohler Memorial Drive south ramp intersection and Erie Avenue. Alternatively a roundabout could be considered here for even better access.

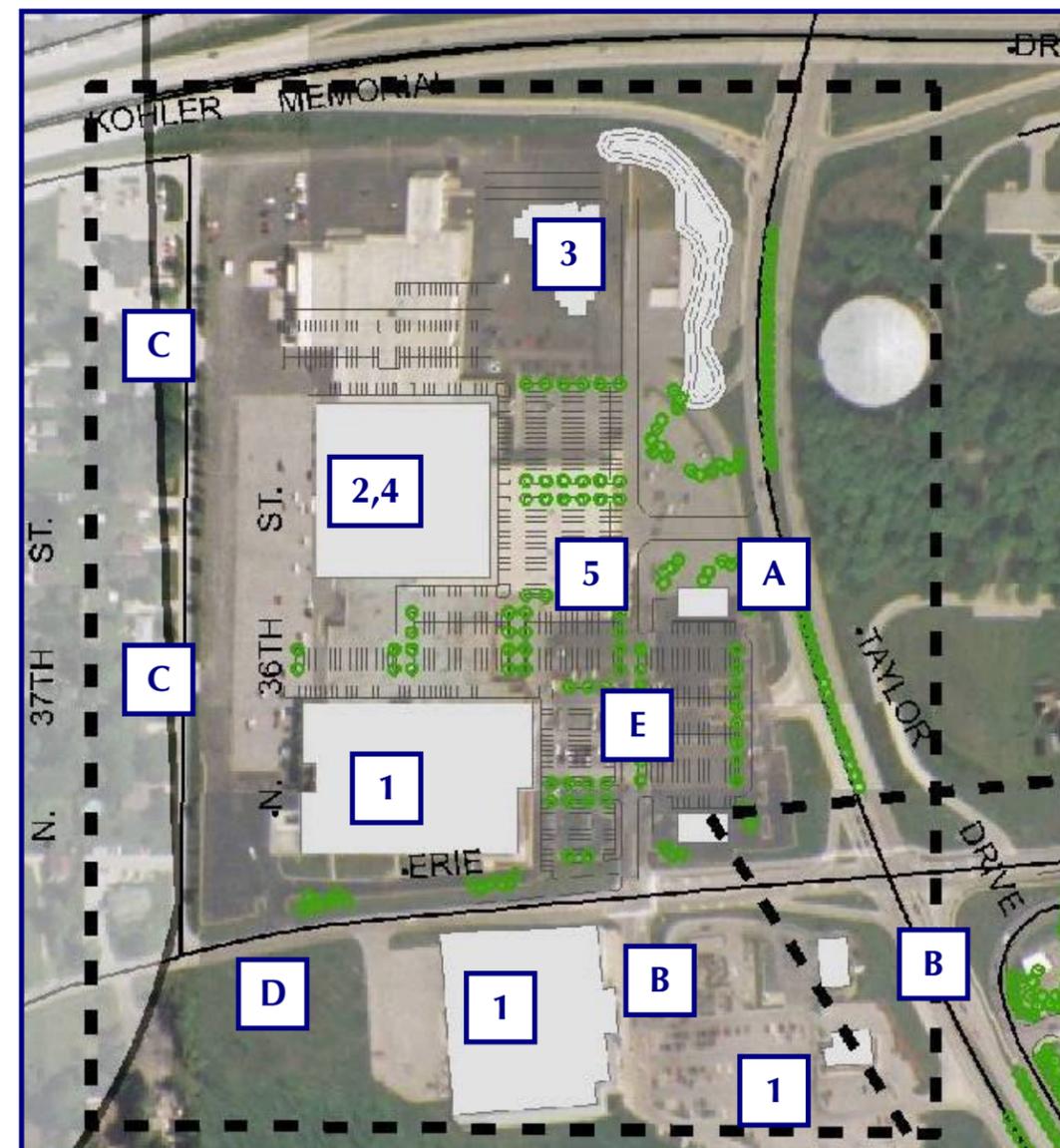
Capacity improvements may be necessary at Erie Avenue signalized intersection, including added turn lanes, turn bay lengths, and improved signal timing. A roundabout should be considered as an alternative. Access along Erie Avenue should also be studied. A traffic signal at Shopko/Memorial Mall Drive would operate adequately, but reconstructing the intersection as a roundabout is a viable alternative. Another option could make this intersection a right-in/right-out access to the north and make N 36th Street the primary outlet from these properties. The multiuse path along Erie Avenue should be extended west past N 36th Street to better connect with the Kohler Trailhead Park. Pedestrian improvements should be made throughout the area for multimodal access.

Although the proposal for development on the Schuchardt property focuses on one ingress/egress off Taylor Drive and two additional entrances off Indiana Avenue, a fourth entrance may be necessary in the western portion of the property.

**Summary of Development and Redevelopment Proposals for Memorial Mall Site - Area 1** (list below corresponds to numbers and letters on map at right)

1. **Existing Development to be Preserved:** Kohl's, Shopko, Bed Bath & Beyond, Applebees, Taco Bell. Existing facilities have no impact on the new structures located in this option. These existing businesses provide additional traffic into the district.
  2. **Proposed Redevelopment:** Large regional retailer (major sporting goods, clothing, or similar facility) becomes the major destination for the entire district. This type of business draws traffic from the entire state and thus major impact to the district.
  3. **Proposed Redevelopment:** Boutique hotel provides accommodation for those visiting the district.
  4. **Proposed Redevelopment:** Neighborhood destination nodes (art gallery, performing arts center, branch library, etc.). While not as impacting from around the state these types of facilities draw from the community and create a local destination.
  5. **Landscaping enhancements and Reduction in Impervious Surface.** The reduction of paved surfaces plays an important role throughout the entire district. Landscaping will enhance the experience of visiting the district.
- A. **Access Improvements:** Relocate the right in/right out and left turn out only intersection, or install a roundabout, approximately midway between Kohler Memorial Drive off ramp and Erie Avenue.

- B. **Intersection Improvements:** At Taylor Drive & Erie Avenue and Erie Avenue & Shopko/Memorial Mall Drive intersections, make intersection capacity improvements required for proposed traffic, or install roundabouts at these intersections.
- C. **Consolidate and Improve Access Points onto 36<sup>th</sup> Street:** Provide consolidated, alternate access driveways for Area 1 onto 36<sup>th</sup> Street.
- D. **Extend Multi-use Trail West of 36<sup>th</sup> Street:** Continue the path from Shopko/Memorial Mall Drive westerly past 36<sup>th</sup> Street and then transition onto the road.
- E. **Parking Enhancements:** The existing paved surfaces inside the Mall property need to be reduced and landscaped areas need to be increased to help create a park like setting which should continue throughout the district. The existing property has parking for more than 1,000 cars to meet zoning requirements.



**Mixed-Use Development at Taylor Heights and Former Wal-Mart Site – Area 2**

Development in the Taylor Heights retail center is extremely important to the long-term success of the district. The large amount of empty space in the buildings on the property is a major issue in attracting new tenants to the area. This area is well suited for major redevelopment and may include the razing of the entire property. This however might be difficult to address because of the amount of land, number of structures to be removed and those few tenants who have businesses on the property.

**MIXED-USE DEVELOPMENT (1 ON MAP)**

In today's economy, people seek living areas close to their work places as a means to conserve fuel and lower the cost of transportation. The new development on this site might include an outlet mall concept in which name brand stores lease retail space on the lowest levels of the buildings. These outlet centers can provide large numbers of visitors which would require additional type's services to be provided within the area. The district would require restaurants and services and entertainment venues for nightlife to flourish after hours. This overall type of development provides people using the area 24/7 and thus the need for services to accommodate those living in the district.

The one- and two-bedroom units proposed for the Mixed-Use District structures will create greater economic and cultural diversity within the Taylor Drive Area. The Mixed-Use development might include office space on the second level and residential above. The height of the building(s) should vary to provide a wide range of views. This Plan has moved the development closer to Taylor Drive which in turn would create a

smaller semi-private community within the district. By moving the development closer to the street it allows visitors to see their destination yet provide those living in the area with a degree of privacy separate from the outside environment.

**VARIED RESIDENTIAL LIVING OPTIONS (2 ON MAP)**

The size of the property provides several opportunities for various types of residential units. There are areas which could be more private and yet be fully apart of this area. Townhomes or condominiums could be used to tie into the existing residential areas to the east. These developments should be separated from

the main development though landscape buffers. However, providing a pedestrian trail would connect this area with the rest of the development.



Examples of Mixed-Use development



Example of residential options.



Conceptual outline of mixed-use structure on Taylor Heights property with sample entrance signage.

**TRANSPORTATION INFRASTRUCTURE IMPROVEMENTS**

Revisions to the frontage road between New Jersey Avenue and Erie Avenue are expected with the redevelopment of Mixed-Use retail. It should be designed to still allow alternative vehicular access to entities in this area without having to go back onto Taylor Drive. Intersections within the development are expected to function well as 2-way or all-way stops.

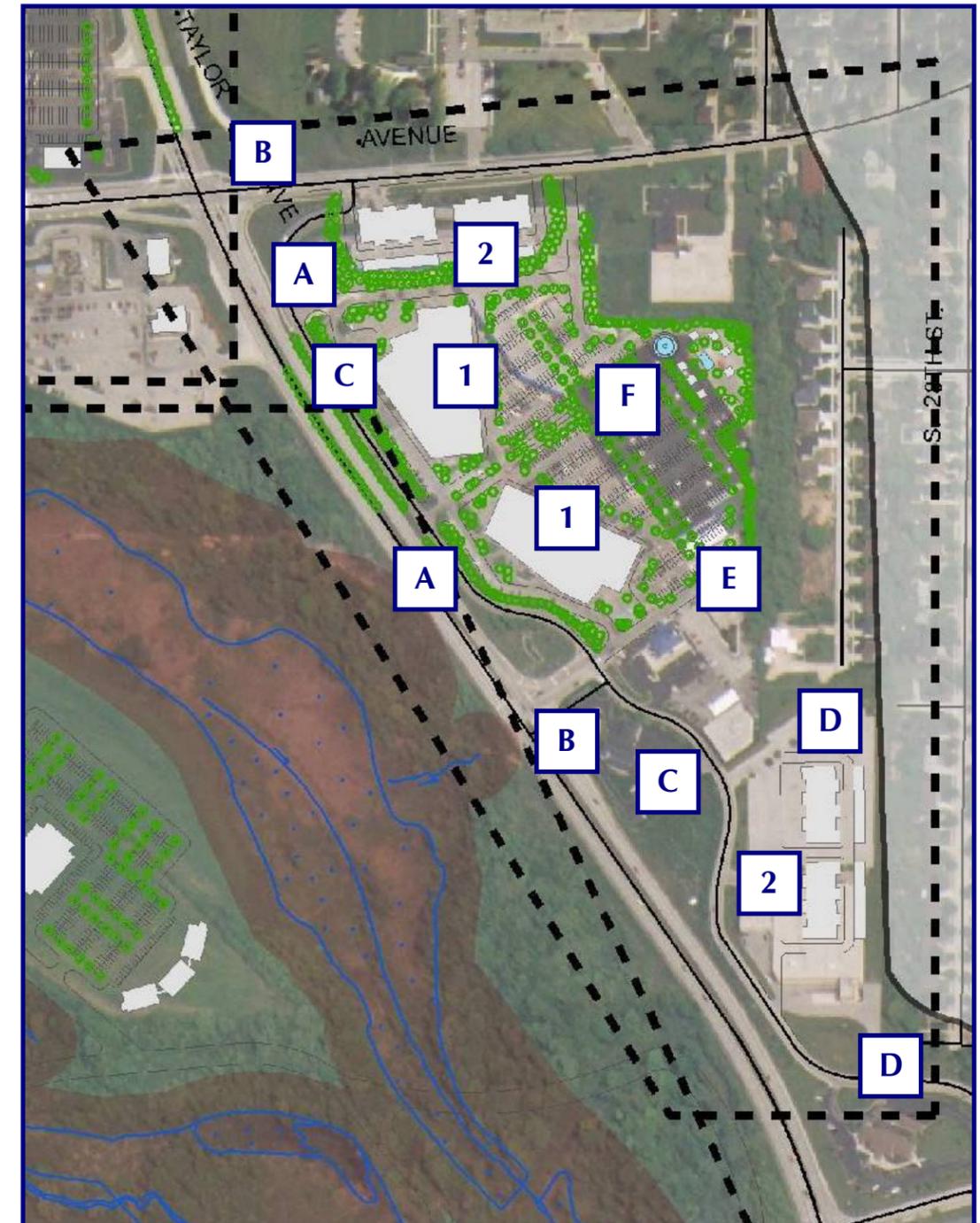
Access improvements on Taylor Drive can be made with right-in/right-out intersections between the signalized intersections at Erie Avenue and former Wal-Mart Drive. Capacity improvements may be necessary at the signalized intersections, including extending turn lane bays and signal timing improvements. Roundabouts are an alternative at these intersections. Between Erie Avenue and Indiana Avenue a request to lower the speed limit to 35 miles per hour (from 45 mph) should be coordinated with Sheboygan County.

On Erie Avenue, Mixed-Use development will provide an opportunity to improve the frontage road intersection and any other potential access points. The existing topography in this area will cause some difficulty for redevelopment access. Sufficient turn lanes should be designed for any access improvements.

Pedestrian and bicycle facilities should be enhanced throughout the area. The multi-use path should travel the entire distance between Erie Avenue and New Jersey Avenue. Pedestrian access should be improved from the neighborhood to the east by extending sidewalks that already exist off Jefferson Street at S. 28<sup>th</sup> Street and off Fairway Drive at S. 27<sup>th</sup> Street. Sidewalks should be extended west to connect into the multi-modal system that runs throughout the District.

**Summary of Proposed Development and Redevelopment at Taylor Heights – Area 2** (list below corresponds to numbers and letters on map at right)

1. **Mixed-Use Development:** Upwards of 30 retailers, 30 office suites, and 9 residential units per floor. Surface parking for 400 cars, and covered parking for residents. Depending on the number of floors this development could house anywhere from 150 – 200 people in two towers.
2. **Townhouses:** Private townhouse provides transitional space between the proposed Mixed-Use and existing residential totaling 24 additional residential units.
- A. **Improve access:** Provide right in/right out access for northbound Taylor Drive to Mixed-Use development.
- B. **Intersection improvement:** At Taylor Drive & Erie Avenue and Taylor Drive and former Wal-Mart Drive intersections, make intersection capacity improvements required for proposed traffic, or install roundabouts at these intersections.
- C. **Multi-use Trail:** Multi-use pedestrian and bicycle trail linking development to other nodes within District and City should follow Taylor Drive Frontage Road with easy access to Area 2 amenities.
- D. **Pedestrian Access:** Improve pedestrian access from surrounding neighborhoods to the east with sidewalk enhancements throughout the District. Specific connections at Jefferson Street at S. 28<sup>th</sup> Street and Fairway Drive at S. 27<sup>th</sup> Street.
- E. **Mixed-Use Development Roadway:** Provide two-lane access roads to Mixed-Use development and parking lots that connect to all access points and allow multimodal opportunities.
- F. **Parking Enhancements:** Similar to Option 1 landscaping and water features would create a parking like setting making this destination unlike anything in the area. It provides green space for the residence living in the district and creates a smaller community feeling for those visiting. Spaces like these create this as a destination similar to Option 1.



**Research Park at Schuchardt Property – Area 3**

A Research Park could have the major economic impact to the district. A Research Park will be the signature feature of the district. The development proposed for the Schuchardt property provides the City of Sheboygan with an opportunity to build upon recent planning successes (Harbor Centre, South Pier, etc.) to further establish itself as one of the most dynamic smaller-sized cities in the country to live, work, and play.

**PARTNERSHIP BETWEEN CITY AND THE UNIVERSITY OF WISCONSIN – 1 ON MAP**

As a Research Park, the City of Sheboygan working with the University of Wisconsin could provide incubator facilities for high technology and medical research companies. A research campus park could support upwards of 2,000 people working within the current site. A research park of this size would require additional amenities including: retail centers, specialty stores, grocery stores, banking services. This might also require additional residential neighborhoods both in the district and the surrounding areas of Sheboygan. Working with the University of Wisconsin and the City of Sheboygan together could attract fortune 500 companies from throughout the country. Developers could provide unique facilities to meet their specific needs and develop a Research Park which could become a destination. University Research Parks are emerging as strong sources of entrepreneurship, talent and economic competitiveness according to a new report, Characteristics and Trends in North American Research Parks: 21st Century Directions, prepared by Battelle's Technology Partnership Practice (TPP) in partnership with the Association of University Research Parks (AURP). A survey of 134 university research parks in the United States and Canada revealed that: More than 300,000 workers in North America work in a university research park. Every job in a research park generates an average of 2.57 jobs in the economy



Example of structure within proposed Research Park.

resulting in a total employment impact of more than 750,000 jobs. In Madison, the University Research Park was built on 351 acres in 1984 and currently generates more than \$3 million dollars in property taxes annually. This property is around 200 acres and has the opportunity to generate substantial taxes.



Example of Research Park layout.

**CONNECTION OF RESEARCH PARK TO DISTRICT – 2 ON MAP**

The enhanced consumer market provided by the Research Park employee base will provide for a number of commercial, retail, hospitality, and cultural opportunities within the District. However, it will be important that the natural character of the Schuchardt property be maintained as development and redevelopment within the

District occurs. The Schuchardt property is located on lush wooded property on the Sheboygan River and

its tributaries. This area and its connection to the remainder of the district are important. The natural landscape need to be maintained yet provide the users the opportunity to explore the area through pedestrian trails and roadways for vehicular travel. Careful consideration of the topography and the location of the connection points to the remainder of the district will prove to be invaluable for the users.

**TRANSPORTATION INFRASTRUCTURE IMPROVEMENTS**

Three vehicular access points should be provided to the research park, one from Taylor Drive at New Jersey Avenue, and two from Indiana Avenue. These intersections will require significant improvements to handle future traffic, including additional turn lanes and turn bay storage. Traffic signal equipment upgrades are necessary at New Jersey Avenue if a traffic signal is to remain. A roundabout could be constructed as an alternative to signal control at this intersection. The need for a new traffic signal or roundabout should be studied at the primary access on Indiana Avenue.

One primary road should run through the valley, connecting the west Indiana Avenue intersection with New Jersey Avenue. The road alignment should be placed in a way to avoid taking of trees and minimize disturbance to natural waterways. The speed limit should be 25 miles per hour maximum. The proposed road should function adequately as a 2-lane roadway with additional width for turn lanes at intersections. The roadway cross section (curb & gutter versus shoulders) may depend on stormwater regulations and necessary retention. A new bridge structure for the railroad underpass will be required at the existing one-lane underpass location. This underpass should also be built wide enough to accommodate a separate shared use path. Roadway lighting should be considered at all intersections.

Proposed research park trails should run throughout the valley and connect to Taylor Drive and Indiana Avenue multi-modal facilities. A paved multi-use trail should extend from Indiana Avenue along the primary roadway through to New Jersey Avenue. Another path should be provided that uses the existing farming railroad underpass and should go through the proposed valley park. A paved trail should also head past the center research buildings up to Erie Avenue. Ascending the hill will require a switchback type path and should follow ADA requirements.

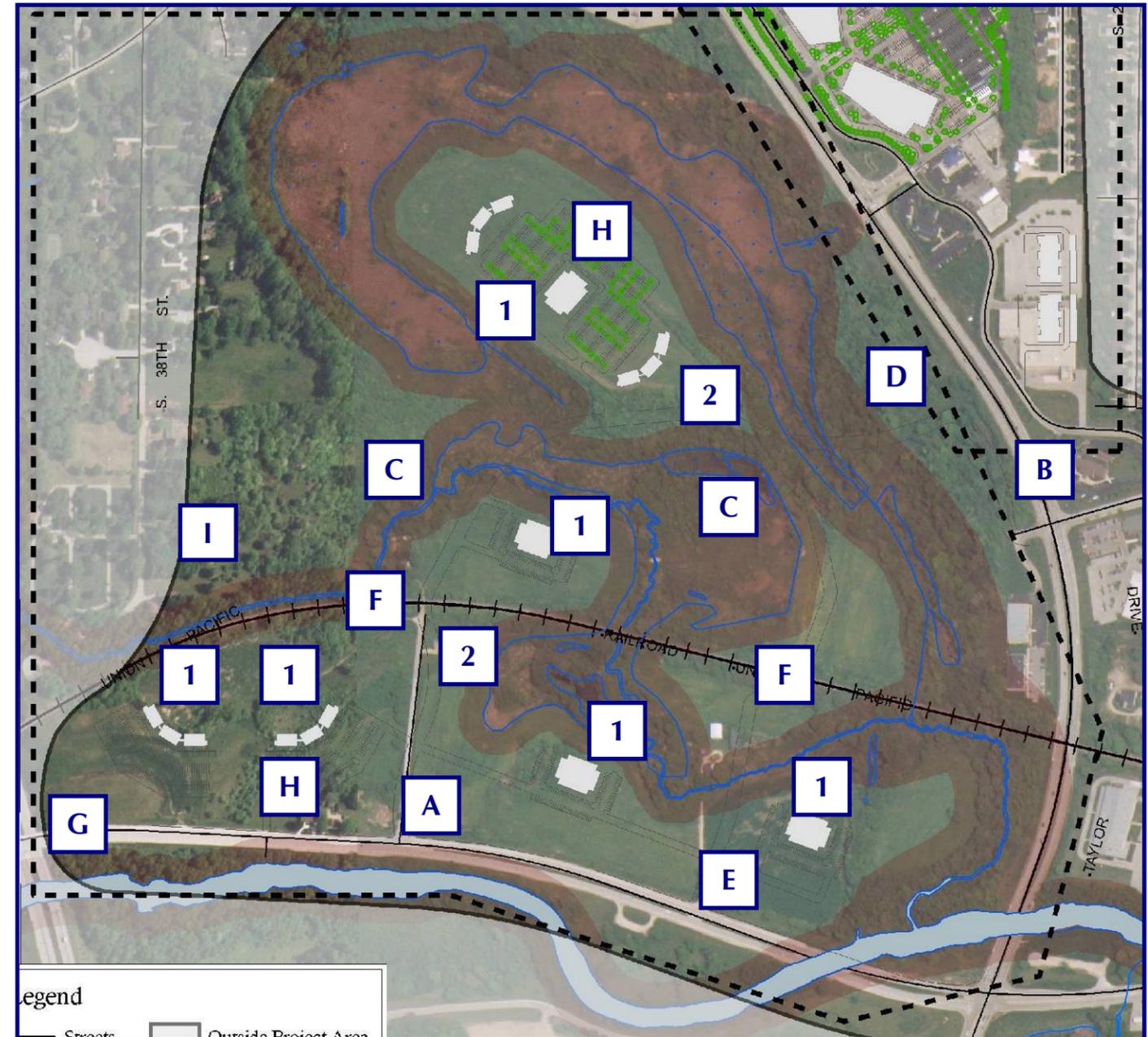
Non-paved trails should also be provided within the valley. A non-paved trail system should connect to all buildings in the research park, creating a winding, natural path around the valley. A non-paved access could connect to S. 38<sup>th</sup> Street to allow residents west of Taylor Drive to more easily enjoy the trail system, and to provide another emergency access point if required.

Proposed paved multiuse paths should be a minimum of 10 feet in width to adequately handle multiple users. Pathway lighting should also be considered in high traffic areas or at roadway crossings. Bicycle and pedestrian facilities that cross roadways should be signed, marked, and made highly visible to vehicular traffic to increase safety for all users. The sidewalks and multi-modal connections should improve accessibility and promote a bicycle and pedestrian-friendly atmosphere within the District.

An interchange between Indiana Avenue and I-43 should be considered to provide access to Taylor Drive from both the north and south, allowing better inter-regional access to the District. It should also alleviate traffic congestion, and increase traffic safety, at the Kohler Memorial Drive interchanges with both I-43 and Taylor Drive.

**Development at Schuchardt Property – Area 3** (list below corresponds to numbers and letters on map at right)

1. **Campus Development:** Development of a research park in a campus-like setting, taking advantage of the natural features provided by the site. Opportunity for upwards of 2,000 employees providing economic engine for development and redevelopment within the District.
2. **Multi-modal Transportation Network:** Roads and trails, designed and constructed in harmony with the natural surroundings, provide easy and efficient access within the site, and ingress/egress to and from the site, with connections to City transportation network.
- A. **Intersection Improvement:** A traffic signal or roundabout may be required at the primary access from Indiana Avenue.
- B. **Intersection Improvement:** Traffic signal capacity improvements or roundabout required at Taylor Drive and New Jersey Avenue intersection, based on expected development traffic.
- C. **Trail System:** Multi-use trail system providing access within and outside of the proposed research park. Pedestrian amenities included within rest & reflection areas.
- D. **Primary Access Road:** This will be the main ingress and egress roadway for the proposed research park.
- E. **Secondary Access Road:** This entry point provides secondary ingress and egress during peak traffic volume events.
- F. **Rail Crossing:** Proposed underpass and bridge improvements necessary for sufficient roadway and sidewalk/path width.
- G. **Access to I-43:** Proposed interchange at I-43 and Indiana Avenue to provide greater access to Area 3 and Taylor Dive District.
- H. **Parking Enhancements:** The campus plan provides secluded parking areas surrounded by vast natural landscaping while accommodating those working in the Research Park. The parking provided meets the local zoning requirements and still provides private parking throughout the existing landscaping to maintain the park like setting as used in Options 1 and 2.
- I. An additional ingress/egress point, located at the western edge of the Schuchardt property, may be required in the future as determined by traffic flow and public safety access need.



## **Conclusion**

The purpose of this planning process was to create a development and redevelopment strategy for the long-term viability of the Taylor Drive District. Much like a Comprehensive Plan, this Master Plan is intended to serve as a catalyst for future development in the District. As such, it has intentionally followed a more broad-brushed approach to the preferred development alternative with the understanding that the City of Sheboygan will at some point solicit design and development proposals for individual site plans. These future site plans, submitted by residential, commercial, and corporate architects and developers, will be guided by the *Taylor Drive District Master Plan*.

The document will be used by city staff and officials when reviewing development proposals and by developers when considering implementation projects. Specific proposals submitted by individual developers will build upon the Plan, refining the various design criteria presented in this chapter to meet the ever-evolving needs of the community.

As stated earlier in this chapter, the role of the City will be to provide a catalyst for development and redevelopment. In its simplest form, this will entail revising existing zoning and design rules to allow for the types of land uses proposed in the Plan. In a more active role, the City may utilize a variety of local, state, and federal programs to capitalize infrastructure improvements, transportation systems, and other “public” amenities necessary for future development.

The *Taylor Drive District Master Plan* provides a starting point, a framework, from which privately-driven, City-supported development will reshape the landscape and character of the corridor towards the long-term goal of reestablishing a vibrant marketplace on Sheboygan’s west side to complement ongoing improvements to the downtown and lakefront.

